



**SSATP**

Africa Transport  
Policy Program

**Africa Transport Policy Program (SSATP)**

***Decade of Action for Road Safety  
Steps to the Five Pillars of Road Safety***

**November 19-21, 2012**

**Addis Ababa, Ethiopia**

**Minutes of Stakeholders' Meeting  
Summary of findings and recommendations**

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## Introduction

In 2010 the United Nations launched the Decade of Action for Road Safety 2011-2020, aiming at stabilizing and then reducing global road accident fatality trends by 2020. The UN Economic Commission for Africa subsequently prepared the African Road Safety Policy Framework and Action Plan in November 2011, which was endorsed by African ministers of transport in Luanda in November, 2011, and by the African Union Executive Council in January 29, 2012.

To support the African initiatives under the Decade of Action in Africa, the Sub-Saharan Africa Transport Policy Program (SSATP) has initiated a Road Safety Program which will provide support to member countries through strengthening of road safety lead agencies, strategies, and exchange of good practice on the continent.

Together with the United Nations Economic Commission for Africa (UNECA), the World Health Organization (WHO), and the African Union Commission (AUC), the SSATP jointly organized two parallel road safety events from 19 to 21 November 2012 at the United Nations Conference Center in Addis Ababa, Ethiopia.

The WHO managed event was a training workshop on “Road Crash Data Management System”, while the SSATP conducted the conference on “Steps to the Five Pillars of road safety”.

The workshops started jointly on November 19, split up into two separate sessions, and concluded jointly on November 21, 2012. The joint session gave the opportunity to present and discuss policy level issues identified at both workshops.

The “Road Crash Data Management System” workshop, which is described in a separate report, was intended for experts belonging to various disciplines of road safety from a number of African countries, and Regional Economic Communities, and different institutions, particularly road safety lead agencies and coordinating offices (i.e. practitioners, road safety auditors, and crash investigators).

The “Steps to the Five Pillars of Road Safety” was for policy level officials from the Regional Economic Communities, governments, and road safety agencies in Africa who are tasked with the responsibility of defining and implementing regional and country level road safety strategies. The overall objective of workshop was to ensure the existence of a robust implementation pace among the key stakeholders during the initial phase of the Decade of Action by identifying gaps and opportunities for future collaboration.

Also, it was an objective of the workshop to identify and formulate relevant policy issues which SSATP and other development partners can address during the Decade of Action. The outcomes of the conference would feed into proposals for SSATP’s next Development Plan, which was subject for discussion during the SSATP Annual Meeting in Addis Ababa on December 11-12, 2012.

## Key strategic messages on ‘Steps to the Five Pillars’

Mr. Justin Runji from SSATP presented the findings from the Steps to the Five Pillars workshop with the following keywords and comments, organized under the four questions formulated for the break-out sessions on Day 2, and suggestions for SSATP’s role as a fifth element:

### **No. 1 LEAD AGENCY MODEL**

*Issue:* A Lead agency that reports to one sector ministry have limited powers, weak coordination, and incomplete mandates.

*Recommendation:* Lead agencies to report to the highest political office in the country. AU to assist in creating awareness and follow-up with member countries.

*Noted:* A lead agency that manages a multi-sector memorandum is considered good practice (example: Ghanaian model).

### **No. 2 CAPACITY BUILDING**

*Issue:* The capacity of lead agencies is significantly affected by lack of resources.

*Recommendation:* Lead Agencies to combine political clout (above) and their mandate to ensure the establishment of self-standing funding for Road Safety.

*Noted:* A good practice is to involve a national high profile person e.g. as patron (Nigerian example: Wole Soyinka).

### **No. 3 REGIONAL GROUPING(S) FOR LEAD AGENCIES**

*Issue:* Except in West Africa, lead agencies operate in professional isolation and lack the benefits associated with regional affiliation of practitioners

*Recommendation:* There is a need to create regional associations of lead agencies with close links to existing REC structures.

*Noted:* The process of establishing WARSO and its structure and operation is considered good practice.

### **No. 4 HIGH IMPACT INTERVENTIONS**

*Issue:* “Business as usual” approach by Lead Agencies will delay and/or stall the realization of the goal to stabilize and then reduce road crashes.

*Recommendation:* Lead agencies to identify and implement a set of achievable high impact interventions that suit their circumstances.

*Noted:* Speed reduction through speed governors and ICT; pedestrian friendly cities and safe road corridors are good practices (ref. Ghana, Nigeria, and City of Windhoek).

## **SSATP's ROLE**

*Issue:* Support is required to facilitate road safety policy matters and capacity building at regional and country levels.

*Recommendation:* SSATP to support and facilitate the attainment of the UN Decade of Action for road safety and the implementation of the Africa Plan of Action.

*Noted:* SSATP's mandate is confined to Policy and Capacity Building.

The following areas were considered for the countries in general:

### *Policy matters*

- More involvement at AUC, ECA, RECs and countries in identification of policy gaps and priorities and to provide strategic guidance
- Review the implementation of declarations of Ministers of Transport on road safety and make recommendations
- Assist in the creation of lead agencies where they do not exist
- Review African countries' ratification of international road safety conventions (as indicated in the Moscow declaration)

### *Capacity building*

- More collaboration with regional transport sector associations (e.g ASANRA and ARMFA)
- Strengthen policy enforcement
- Strengthen road safety audit
- Strengthen awareness and sensitization
- Facilitate creation of RS regional organizations
- Facilitate sharing of information and good practice
- Formulate road safety lead agency operational guidelines

The following areas were considered specifically for SSATP's role:

### *Suggestions for SSATP's role*

- Review/suggest funding mechanisms
- Strengthen knowledge sharing in the region
- Facilitate creation of partnerships
- Commitment to Action Plan is confirmed by declarations: Proceed to implementation
- Promote enforcement of existing laws in corridor projects
- Facilitate road safety in development partner funded projects
- Assist lead agencies to be overall responsible for data coordination across all sectors
- Create a facility to provide direct capacity building to lead agencies
- Help continental institutions work together
- SSATP to assist countries requiring assistance to setting up lead agencies
- SSATP to assist countries with weak lead agencies

- SSATP to consult existing REC's on the establishment of regional road safety groups

It was also suggested by SSATP that country lead agencies should identify high-impact interventions before next workshop in 2013.

### **Next steps on 'Steps to the Five Pillars'**

1. It was suggested that AUC involvement should be increased, that AUC should own the process ahead and move the agenda forwards.
2. SSATP agreed to contact the Regional Economic Communities and discuss first steps for the establishment of regional road safety groupings.
3. UNECA remembered the audience that the African Road Safety Policy Framework and its embedded Action Plan includes all the references needed to act on the issues identified.
4. On December 10, 2012, a meeting will be held at UNECA in Addis Ababa to chart the modalities for implementation. This may potentially result in a charter and suggestion for a monitoring framework.
5. Several countries expressed a need for assistance. SSATP called for countries with World Bank funded projects to secure money for the needed assistance from World Bank loans through their respective ministries. Road Funds are also an option and both sources have an obligation to finance road safety. Apart from these, the Ministries of Finance should be engaged, and the lead agencies were recommended to start discussion, with reference to the African Action Plan. There should - if possible - be at least 50% contribution from national sources to any road safety project.
6. It was suggested to appoint the Permanent Secretaries as the focal point for road safety in SSATP member countries while these are now representing the country in SSATP.
7. SSATP suggested that all participating lead agencies before next year's convention identify and prioritize the most feasible high-impact interventions in the country.
8. WHO stipulated that ownership is essential. Road safety needs to be seen as part of the countries' development agenda, not as a separate project. High-level officials seem not to understand their responsibility and we need to make them aware of it. Data may be needed to confront politicians. Communicable diseases have been high on everyone's agenda for decades but the agenda now needs to be changed to road accidents – which is a non-communicable disease with completely different properties.

## **Africa Transport Policy Program (SSATP)**

### ***Decade of Action for Road Safety Steps to the Five Pillars of Road Safety***

**November 19-21, 2012**

**Addis Ababa, Ethiopia**

### **Minutes of Stakeholders' Meeting Detailed report**

#### **Participants**

The delegates attending the 'Steps to the Five Pillars' workshop included representatives from national road safety lead agencies and government departments from Benin, Burkina Faso, Gambia, Cameroon, Ivory Coast, Gambia, Malawi, Mali, Morocco, Namibia, Nigeria, Senegal, South Sudan, Tanzania, Uganda, Zambia, and Zimbabwe.

The West African Road Safety Organization (WARSO) was also represented as the only existing regional road safety group in Africa.

In addition, the following international organizations and regional bodies participated: United Nations Economic Commission for Africa (UNECA), the African Union Commission (AUC), the African Development Bank (AfDB), the World Bank, Sub Saharan Africa Transport Policy Program (SSATP), the World Health Organization (WHO), International Road Federation (IRF), Global Road Safety Partnership (GRSP), Abidjan-Lagos Corridor Organization (ALCO), Northern Corridor Group, Walvis-Bay Corridor Group, and TOTAL (the full list of participants is attached as Annex 2 to this report).

## **Session 1: Conference Opening – Joint Session (November 19, 9-10 am)**

*This session included all participants from both workshops.*

### **Introductory Remarks by UNECA**

The introductory remarks were delivered by Mrs. Marie Therese Guiebo (UNECA). She welcomed all participants before addressing the global road accident problem, and the plight of the African continent. She briefly outlined the major landmarks and the process towards the Decade of Action and the subsequent African Road Safety policy Framework and Action Plan. She stressed the importance of road accident data and said that the timing and coordination between the data workshop and the 'Steps to the Five Pillars' workshop had been excellent. She also used this as an opportunity to reaffirm UNECA's strong support for partnerships around road safety initiatives.

### **Introductory Remarks by WHO**

Mr. Martin Ekeke Monono stated that the implications of road accidents go far beyond the road transport sector. Thus, a multi-sector approach is needed to make real progress. WHO has played a major role for the promotion of road safety during the first decade of the millennium towards the Decade of Action, and one important conclusion is the importance of reliable data. Without it, no meaningful road safety strategies can be prepared.

### **Introductory Remarks by SSATP**

Mr. Justin Runji stated that SSATP had high expectations from the events from two points of view. First, it was expected that the training on road safety data management would not only improve data handling but also trigger serious reexamination of Africa's deficiency of transport sector data in general, and road safety data in particular. In this regard he stated that dealing with road safety without clarity of road crash trends and patterns was ineffective, wasteful and unprofessional. Secondly, the presence of the heads of road safety lead agencies offered a rare opportunity to collectively review the progress being made and to chart a path for a more effective approach. SSATP therefore looked forward to proposals that would put Africa on a trajectory to reduced road crashes. He assured the participants of SSATP's support in this endeavor.

### **Introductory Remarks by AUC**

Mr. Abubakari Baba-Mousa, Director of Infrastructure and Energy, pointed out the importance of capacity building, which should be at the forefront during the initial phases of the Decade of Action. He furthermore called for an early harmonization of road accident data, before formally declaring the events officially open.

## <sup>1</sup>Session 2: Global Actors (November 19, 10:30-12:30 am)

### **UNECA - UN Decade of Action, Africa Action Plan and Coordination Framework**

Mrs. Marie Therese Guebo (UNECA) took the audience through the major decisions made on road safety on the African continent during the Accra Road Safety Conference in 2007, resulting in the Accra Declaration, the Dar es Salaam Meeting in 2009 which recommended targets and performance indicators, and the second African Conference on Road Safety in Addis Ababa in November 2011 which formulated the African Road Safety Policy Framework and Action Plan. Highlights from the contents of these landmarks are: The decision to establish strong lead agencies, improve data collection and management, set targets, harmonize national policies, focus on 'quick-wins' (first of all through speed management, drink-drive control, use of helmets, seat belts and increased visibility, and trauma care), and strengthen partnerships on all levels. The African Action Plan suggests appropriate interventions for each of the five pillars of road safety, which can be used as guidance to interventions on country level. The progress of the overall Decade of Action will be monitored by WHO with assistance from the UN Regional Commissions in cooperation with the AUC, WHO, and AfDB in African context. First progress review will be in 2015. In conclusion: The framework has been created and there is now a need for a strong political commitment and action to strengthen lead agencies with the necessary power and resources.

### **IRF Initiatives**

Mr. Kiran K. Kapila, IRF Chairman stated that 1.3 million road fatalities and 10 million disabled worldwide also means that just as many families are touched. The solutions to the problem calls for coordination within the four E's: Engineering, Enforcement, Education, and Emergency response. Nevertheless, many effective interventions that can be implemented in developing countries seem to be ignored. It has been generally accepted that 10% of road construction costs should be dedicated to road safety interventions - but this is not happening so far. It might imply that lesser but safer roads should be built. Mr Kapila then listed a series of high-impact interventions within the five pillars of road safety for inspiration.

### **GRSP Initiatives**

Mrs. Elna van Niekerk (GRSP, South Africa office) presented the GRSP's background from its formation in 1999 forth to its five-year strategy for Africa, focusing on selected countries, building the capacity of NGO's. She also presented the RS10 initiative, funded by Bloomberg Philanthropies, which among others benefits Kenya.

### **Discussion**

Main issues brought up during the discussion were the following:

1. It was concluded that basic road safety capacity and procedures are not in place in most Sub-Saharan African countries and there are numerous hindrances to overcome before

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<sup>1</sup> Sessions 2 to 6 were primarily for participants attending the 'Steps to the Five Pillars' conference



effective road safety programs can be implemented. Furthermore, the implementation of such interventions takes considerable time. An example is the inclusion of road safety in school curricula, which – with reference to examples from developed countries - takes several years. This has to be considered to avoid unrealistic and over-ambitious objectives.

2. The media are important for the communication of the road safety problem and solutions but they tend to be reluctant to address the issue. Any plane crash sparks international headlines but even the most severe road crashes are hardly given any special attention in the media. It is therefore important to work with the media to ensure sufficient focus and promotion of road safety issues.
3. It was suggested to develop and implement a framework for a regional monitoring system to hold countries accountable and responsible. This has been expressed several times but so far there has been no action. It needs to be done in practice. The present workshop could help identify next steps.
4. Police enforcement was mentioned as one of the most effective high-impact interventions; however, it is generally not perceived as an effective deterrent, due to weaknesses in the enforcement agencies. Lead agencies are often not in a position to change this (even over a decade, like in the case of Ghana). This is a major problem for progress on road safety and lead agency need sufficient legal backing to change it. In the meantime, a way to integrate self-control in bus transport has been provided in Ghana by requesting companies to appoint safety officer to manage and control safety standards within each company, thus reducing the need for external control.
5. In some countries the lead agencies seems to get all funding available for road safety whereas the police are lacking funding. It was argued that this was one reason for the lack of performance.
6. It was mentioned that road safety education for school children often gets a lot of attention and focus. There is general agreement that it is important to integrate it in education, however, it is not likely to generate any quick-wins. Focus should therefore (also) be turned to interventions which can have a more direct and measurable impact, such as safe roads to school with physical traffic calming measures.

### **Session 3: Regional, Country and City Initiatives (November 19, 2:00-6:00 pm)**

*The session was split in two: The first focused on regional initiatives, followed by discussion, the second focusing on country and city initiatives followed by discussion.*

#### **SSATP Road Safety Initiatives**

Mr. Justin Runji (SSATP Regional Coordinator, East and Southern Africa) made a presentation that first focused on the SSATP's background, highlighting the Program's mandate, its focal areas and key achievements. He then presented data demonstrating Sub-Saharan Africa roads, traffic and safety paradox; that Sub-Saharan Africa, with the lowest road density of 0.08 Km/Km<sup>2</sup> and only 2% of world total vehicle population, contributed 9% of road accident mortality, the highest per capita, worldwide. He then presented SSATP's road safety goals and strategy including SSATP's road safety work in the last and the current development plans. He emphasized the need to accord road safety the professional attention that it deserved, likening it to road drainage. He concluded by stating that while achieving the UN Decade of Action and the Africa Plan of Action goals presented special challenges, there were pockets of success and that with more commitment and better collaboration, Africa could turn around its fate.

#### **AfDB Road Safety Initiatives**

Mr. Girma B. Bezabeh from African Development Bank gave an overview over the road safety in Africa, the regional challenges in the implementation of the Decade of Action, and AfDB's role. Mr. Girma based many of his findings on an interesting regional road safety study. The study which is still on-going was undertaken with questionnaires to examine the status and progress of road safety and identify gaps and areas of interventions. However, it should be noticed that only 17 countries have responded so far - less than half of the countries in the target group. The situation in the remaining part is so far unknown. Moreover, the survey revealed that the 17 countries have weak or non-existent road accident information systems. Progress with respect to Decade of Action is also limited so far. AfDB is addressing road safety by strengthening its internal road safety capacity, conducting studies in the region and helping the countries to identify intervention strategies, and by incorporating road safety in AfDB road projects.

#### **WARSO Initiatives**

Mr. Osita Chidoka, Corps Marshal of Federal Road Safety Corps, Nigeria, presented the creation and achievements of the West African Road Safety Organization (WARSO). WARSO was established on May 8, 2008 and includes almost all ECOWAS countries. WARSO is headed by its president and Executive Committee, which is supported by a secretariat, presently provided by FRSC in Nigeria. Meetings in the Technical Committee, which includes representatives from all member countries, have taken place every year since 2008. The subjects treated by WARSO include the following: Harmonization of road accident data, progress on Decade of Action, standardization of specific regulations related to international traffic, regional vehicle registration system, regional sensitization, and strengthening of high-impact interventions such as speed enforcement, seat belts, helmets, alcohol etc.

### **Ethiopia Road Safety Strategy**

Mr. Abebe Asret from National Road Safety Council Office presented facts about rising road fatality trends in the country, which now seems to stagnate. He then presented the recent establishment of the National Road Safety Council (NRSC), NRSC Office and the contents of the new National Road Safety Strategy Plan (NRSSP) 2011-2020, which follows up on Decade of Action. The NRSC Office, which currently employs 5 people and more to come, was mentioned as one of the successful outcomes of the Strategy. Others were the creation of the Federal Traffic Police, financial support from the Road Fund, the creation of road safety committees at federal, regional, zonal, district and kebele<sup>2</sup> level, and a the implementation of an intensive campaign to get pedestrians to walk in the left side of the road for better safety. The NRSC believe the results of the efforts are now impacting on pedestrian accidents.

### **Senegal Road Safety Strategy**

Mr. Papa Diouf, Director of Traffic and Road Safety at Ministry of Transport in Senegal, briefly presented basic accident statistics from Senegal, the key stakeholders, and the present road safety strategy, which is aiming at a 35% reduction in severe injuries and fatalities before 2020. First steps will be to establish a framework for coordination of road safety interventions, a better accident database system, interventions addressing the vehicle and the driver, education for school children, integration of road safety in road planning, and other initiatives.

### **Windhoek City Strategy**

Mr. Clarence U. Rupingena, Windhoek City Authority, presented three ongoing initiatives in the shape of a national, a regional and a city road safety strategy and how they relate to each other. The three initiatives are the Namibia Road Safety Strategy, the Transport Safety Plan for the Khomas Region, and the Windhoek Sustainable Urban Transport Master Plan (SUTMP). The first two were initiated by National Road Safety Council, the last by City of Windhoek and Ministry of Transport. He then detailed the contents of the Windhoek SUTMP and illustrated how systematic collection of facts and data, proper analysis, clear priorities and decision-making with a clear priority to environment, safety and vulnerable road users can generate a state-of-the-art plan for city traffic.

### **Discussion**

1. How do SSATP and AfDB intend to go forwards? SSATP turned this question from the audience around: How do the country-representatives intend to go forwards and how can SSATP best assist? AfDB informed that they are in the process of reconsolidating their efforts in the field of road safety and that they will work with both the private sector and NGO's.

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<sup>2</sup> Kebele: The smallest administrative unit in Ethiopia

2. A representative (from Windhoek City) noted that in order to improve road safety sustainably, road users need to be moved from high-risk means of transport to low-risk means of transport, i.e. from motorbikes to safe public means of transport. Furthermore, a road hierarchy needs to be implemented to follow the safe systems recommendations, which implies that a mix of vehicles and vulnerable road users requires effective traffic calming. An example is effective low cost traffic calming measures in villages, which are often very accident-prone.
3. Other participants confirmed the need to address pedestrians in city planning, not only vehicle traffic. This is crucial for the creation of live able, safe cities, and it is in line with the resolution from at the recent workshop 'City Approach to Road Safety' in Lusaka, October 10-12, 2012.
4. European cities were referred to as good examples, and also the on-going planning for Windhoek, Namibia, which applies a systematic approach to integration of all means of transport in the city.
5. A discussion about post-crash medical care for accident victims at hospitals revealed that some victims are rejected due to lack of ability to pay. It was suggested to follow the Nigerian model: Make it mandatory for hospitals to accept road accident victims and enable prosecution of hospitals which reject victims. This is practiced and legally supported in Nigeria.

## **Session 4: Road Safety Lead Agencies (November 20, 8:30-10:00 am)**

### **Africa Action Plan and its focus on Road Safety Lead Agencies**

Mr. Yonas Bekele, UNECA, presented the specific contents of the African Road Safety Action Plan, Pillar no. 1, 'Establish/Strengthen lead agencies', which is the most important part of the Action Plan in relation to the present workshop, which is focusing on lead agencies. The expected accomplishments listed below are from the new African Action Plan but they derive from the conference in Accra in 2007. They include the following:

- Strengthen national road safety lead agencies with legal, financial and human backing
- Prepare and approve a Road Safety Policy/Strategy with realistic and attainable targets
- Advocate road safety to become one of the focus areas for development plans
- Promote and assist road safety research and studies and use good practices
- Create knowledge management portals on road safety issues in Africa
- Establish self-standing financing for road safety
- Allocate min. 10% of road investments and 5% of maintenance resources to road safety
- Allocate sufficient financial and human resources to improve road safety

Acknowledging that each country has unique challenges, the participants were called to suggest how they intend to implement the recommendations and how development partners can best assist the process.

### **Lead Agency Good Practice: Case Study from Nigeria**

Mr. Per Mathiasen, SSATP, presented a series of good experience from the Nigerian Federal Road Safety Corps (FRSC) which could be an inspiration to other countries in the region. The good practices concerned both organization; funding, functions and daily operation of the more than 30,000 regular and special marshals under the FRSC's command. The FRSC has considerable resources, short lines of communication with the presidency, and dedicated staff. Furthermore, the FRSC undertakes key functions within all Five Pillars of road safety, first of all within Pillar no. 3, 4 and 5 (safer vehicles, road users and emergency response). The FRSC has also taken the lead in overall management in Pillar 1, even though this is not its main function. The FRSC has also taken the initiative to prepare a National Road Safety Strategy and suggested the creation of an overall coordinating entity - The National Road Safety Advisory Council – with the mandate to supervise and hold all stakeholders responsible for their contributions.

### **Ghana Road Safety Commission**

Mr. Rudolph Beckley, Ghana National Road Safety Commission (NRSC), presented the development and organization of the NRSC, which is a cross-ministerial commission under Ministry of Transport. The NRSC Secretariat therefore has coordination and promotion across ministries as one of its main functions. This was followed by a brief history of the National Road Safety Strategy I, II and III, covering the periods 2000-2005, 2006-2011, and 2012-2020. Ghana thus also has outstanding experience with strategic planning and challenges encountered during the implementation of NRSS I and II. Independent evaluations were carried out after each to learn

from experience, and the findings have subsequently been used to improve the approach in the next strategy.

## **Discussion**

1. In the light of the already outstanding performance of the Nigerian Federal Road Safety Corps, members of the audience questioned why it would be necessary to create the National Road Safety Advisory Board? Secondly, where FRSC get its funding from. Both questions were answered by Corps Marshal of the FRSC, who pointed out that the FRSC first of all is an implementing agency, not an overall agency, and that there are other key agencies which need to contribute to road safety. It is also a fact that other key agencies in Nigeria are not delivering and performing as they ought to and the FRSC does not have the authority to coordinate and monitor their performance. This needs to be done by an overall council, not an implementing agency as the FRSC. The NRSAC therefore has a special purpose and will not duplicate the role of the FRSC. Furthermore, the Corps Marshal informed that all funding is from the Nigerian Government. A steep rise in funding was achieved due to the FRSC's ability to prove that previous investments had given value for money.
2. The Ghanaian NRSC supplemented by telling the audience that the country's first and second road safety strategy failed to achieve the set targets. A major reason for this was that the NRSC, as an overall lead agency organized under Ministry of Transport, did not have the mandate to demand compliance with agreed action plans from some of the most important each key agencies. This is why the NRSC in Ghana in the new strategy NRSS III has suggested converting the NRSC to an authority that has the required mandate.

## **Session 5: Crafting the Way Forwards (November 20, 10:30-12:30 am and 2:00-4:00 pm)**

*The participants in the ‘Steps to the Five Pillars’ workshop were split into two groups in separate rooms and worked independently with the following Group Discussion Topics:*

**No. 1. LEAD AGENCY MODEL:** Lead Agencies can take different forms including: a department within a government ministry; a commission or a committee with a secretariat; a council; an agency; or an authority, with differing mandates and limitation within Pillar 1. Some also have a role as an implementing agency within Pillar 2, 3, 4 and 5. What model(s) would be most effective in terms of achieving the overall goal of reducing road crashes and how would other models be reformed to meet this goal?

**No. 2. CAPACITY BUILDING:** The UN Decade of Action Pillar ONE on Road Safety Management requires the existence of fully capacitated lead agencies. The key capacity areas include financial resources, human capital, legal mandate, political support, and clout. Which of these are most challenging to achieve and why? What would you recommend as solutions?

**No. 3. REGIONAL GROUPING(S) FOR LEAD AGENCIES:** Lead agencies in SSA largely operate in isolation (except for the implied affiliations to RECs and road corridors through parent ministries and WARSO, with little data and knowledge sharing resulting in fragmentation and incoherence in the approach. What would you recommend as a solution to this apparent need for organized grouping(s) of practitioners and how would such an initiative be driven to ensure success?

**No. 4. HIGH IMPACT INTERVENTIONS:** Consider the following quick-win suggestions:

- (i) A “safe corridor approach” also referred to as “safe road section strategy” is one way of spurring tangible success in reduction of road crashes by animating all actors in all the five pillars.
- (ii) Statistics point to pedestrians as being among the most vulnerable road users and therefore an “urban pedestrian safety strategy” would address a broad front in the battle to reduce road crashes. Are these good examples of high impact interventions and why? Would you suggest other high impact interventions?

## **MAIN HIGHLIGHTS FROM THE DISCUSSION IN CAUCAS ROOM 11**

### No. 1 LEAD AGENCY MODEL and No. 2 CAPACITY BUILDING (merged)

1. There was general agreement that the Lead Agency and the responsibility for the National Road Safety Action Plan/Strategy should be placed at the highest possible level – preferably directly under the Prime Minister or President. Otherwise the Lead Agency will have great difficulty controlling the performance of other key-agencies that do not appreciate the importance of road safety (supported by lessons learned from NRSC in Ghana).
2. It was also recognized that the above model may not be possible in all countries and it was suggested that AU in some cases might be able to promote such solutions in countries where there is a need to elevate the importance of road safety and Lead Agency powers. At the same time, other participants pointed out the controversy of elevating an existing agency under a Ministry of Transport – and its employees – and give it more powers than its peer agencies.
3. It was suggested, based on Nigerian experience, that some of the most important factors for an efficient Lead Agency are the following:
  - Permanent staff
  - Dedicated funding
  - Legal power
  - Appointed by the highest level (President/Prime Minister)
  - Sufficient time to create impetus

### Recommendations from Group Caucas Room 11:

- *The model itself is less important, but the Lead Agency must be institutionalized and have
  - Legal power
  - Permanent staff
  - Dedicated funding
  - Be appointed by the President / PM*
- *I.e. be raised above ministerial level for sufficient mandate and effective cross-sector coordination and performance monitoring*
- *Countries without Lead Agencies might need support from AU*
- *Prime minister/president to spearhead national strategies*
- *Do not expect political support to come easy – take action, prepare proposals, and put it forward*
- *Traffic police should be dedicated and attached to the lead agency*



### No. 3 REGIONAL GROUPING(S) FOR LEAD AGENCIES

4. It was pointed out that there was a need to build other regional groupings on the experience from WARSO, and within the frameworks of the existing Regional Economic Communities to facilitate harmonization. However the process would be complex and SSATP would be expected to play a role to facilitate the realization of this goal.
5. The on-going road safety project in the Abidjan-Lagos Trade Transport Corridor (AL Corridor) was mentioned as an example of a practical project that could help harmonization of data, decision-making and policies within a regional grouping, as a supplement to the more general meetings in the groupings. This was supplemented by others lead agency representatives who called for increased cooperation and discussion of progress between countries, as a means for mutual inspiration.
6. It was stated as a hindrance for the creation of regional groupings of lead agencies that some countries do not even have lead agencies or national road safety structures (i.e. some of the more than 50% of the SSATP member countries which were not represented at the workshop). Regional groupings, however, could be the solution to this through consultations and invitations to less advanced countries.
7. Two approaches to the creation of regional groupings were suggested: Either through the creation of sub-regional groupings initiated by the most advanced countries and lead agencies, which could then grow through interaction with less advanced countries, or by starting 'from the top' with e.g. AU as catalyst for the creation of well-defined regional groupings comprising all Sub-Saharan (or all African) countries through contact to and commitment from heads of state. Arguments for and against both approaches were discussed.
8. It was noticed that the regional groupings inevitably will rest on a weak foundation since many existing lead agencies are lacking clout and powers to gather stakeholders within their own countries. This remains a hindrance for effective road safety work on the ground, in spite of regional groupings, although international networking somehow might increase the lead agencies knowledge and self-confidence.
9. It was suggested that traffic police should be dedicated to road safety and attached to the lead agency in order to bypass the many challenges a traffic police within the general police force obviously poses in many countries.
10. Finally, road accidents severe lack of attention in the media, even in developed countries, was mentioned as major challenge that needs to be addressed. The recent hurricane Sandy was used as a typical example. Sandy killed very few people compared to the thousands of road fatalities in the same week in USA. Nevertheless, Sandy got intensive media coverage worldwide, road accidents none. This paradox demonstrates the media's disproportionate attention to the problem and how much work the national lead agencies as well as regional groupings and development partners need to put into promotion of the issue on all levels.

Recommendations from Group Caucus Room 11:

- *WARSO stands as a good example*
- *Regions without groupings: Take action, get together, bring proposals back to respective governments*
- *SADC area: Build on existing initiatives*
- *Start from the top: Summit on AU's initiative*

#### No. 4 HIGH IMPACT INTERVENTIONS

11. There was general agreement that there is little need for 'reinventing the wheel'. Focus should be on interventions targeting the following high-impact interventions, subject to national needs:

- Speed management through traffic calming, enforcement and speed governors
- Drink-drive enforcement
- Minibuses and heavy vehicles

Speed management will implicitly address the safety of pedestrians and other vulnerable road users. Furthermore, a flag was raised towards the increased number of motorbikes, which is documented to be the most dangerous type of transport of all. Alternatives to this type of transport, such as effective public transportation, should be encouraged.

Recommendations from Group Caucas Room 11:

- *Focus on speed reduction, which is the most important factor for the occurrence and severity of road accident*
- *Focus on drink driving, which can be targeted with low-cost measures and have considerable impact on accidents*
- *Focus on trucks and buses which account for a major part of severe accidents*

## MAIN HIGHLIGHTS FROM THE DISCUSSION IN CAUCAS ROOM 10

### No. 1 LEAD AGENCY MODEL

1. The delegates all addressed the issue of road safety activities being distributed over different ministries and bodies. This results in road safety work being fragmented, as responsibility is scattered among different actors, and raises questions regarding legal mandates. It also creates a problem of insufficient information sharing and lack of assumed responsibility.
2. Experiences with different forms of lead agencies were discussed. Whether the lead agency took the shape of councils, commissions or fell under a ministry, there was a general notion and frustration over the lack of power to enforce. Concerns regarding seniority and room to act politically related to different lead agency forms were raised.
3. The room reached the consensus that it is preferable to have one executive body or agency to lead road safety initiatives. It was concluded that the lead agency must answer to the highest authority in order to gain legitimacy and influence. It was also suggested that the lead agency would act as

### Recommendations from Group Caucas Room 10:

- *Lack of enforcement needs to be addressed*
- *Responsibility falls under many different ministries*
- *The Lead Agency needs to have a coordinative role*
- *Importance of all stakeholders having a role in the RS work*
- *There must be a council at the highest level reporting to the president and coordinating key-stakeholder*
- *The lead Agency should have an implementing agency attached to it*
- *The Lead agency should be independent in order to coordinate and give recommendation. This cannot be done independently if it is under a ministry*
- *It is important that the reporting goes to the highest-office*

## No. 2 CAPACITY BUILDING

4. The importance of having a champion to advocate road safety was emphasized. Drawing from the case of Nigeria, it is easier to get political as well as overall support if road safety has a strong and credible spokesperson. This ambassador for road safety should have support from the highest level.
5. The room discussed the importance of funding in order to build capacity. Concerns were raised that although funding is available, it is hard to obtain because of complex procedures. Issues of funds being allocated to the wrong stakeholders were also discussed. The notion was put forward that donors have a huge role to play in order to assure that capacity is actually built and not just provide funding.
6. There was a consensus that many factors contributed to capacity building. However, the importance of political commitment and credibility of the lead agency were deemed most imperative. If political commitment is assured, it was concluded, the rest will follow by itself.

### Recommendations from Group Caucas Room 10:

- *The importance of credibility to build capacity and appointment of a champion for road safety, as in the case of Nigeria*
- *The political support is crucial in order to build capacity, without it it is hard to get funding*
- *The political factor often controls all other factors*
- *In terms of financial access, there are a lot of donors active within RS, but the procedures to get the money are very complicated. As a subsequent a lot of money never gets allocated*
- *A huge problem is that donor money is being allocated to actors without real road safety knowledge. There is little donor follow-up on the capacity building projects in order to ensure that targets are met.*
- *Problems of visibility: AIDS get more attention and funding because of political and societal support. The same needs to be done for road safety*
- *A champion for road safety is important to communicate the issue of road safety to governments*

### No. 3 REGIONAL GROUPING(S) FOR LEAD AGENCIES

7. The room was in unanimous regarding the favorability and advantages of regional groups in terms of harmonization of road safety interventions.
8. It was stated that Africa inhabits a brilliant example that can be copied: WARSO. Each regional organization could look at WARSO and see if the fundament for a similar group can be achieved.
9. However, the creation of a lead agency within national borders should come before the creation of a regional body. It was mentioned that the threat of not living up to the Decade of Action targets could partly be correlated to hastily regionalization.

### Recommendations from Group Caucas Room 10

- *Regional integration is highly important*
- *Preferred in order to address the countries communal issues, especially within corridors and SAREC*
- *African examples, like WARSO, can be used and replicated*
- *It is important that the countries establish their road safety work internally before addressing regional issues*

#### No. 4 HIGH IMPACT INTERVENTIONS

10. It was agreed that road safety audits and black-spot identification creates the fundament for intervention. The importance of audits should be elevated. It was suggested that coordination with the World Bank or other donors should be examined in order to determine the severity of roads.
11. To gather all stakeholders in corridors and discuss how work can be improved in terms of partnerships was mentioned as a high impact intervention. The work in the corridors should partly focus on harmonization of laws and respect for regulation.
12. In some countries the city level is important to target on an overall level. The importance of creating awareness amongst engineers and city planners was mentioned in.

#### Recommendations from Group Caucas Room 10:

- *High-impacts can focus on corridors*
- *Road safety audits must be a foundation for high-impact interventions*
- *City approach*
- *Target engineers and city planners*

## Session 6: Recommendations (November 20, 4:00-6:00 pm)

*The two groups joined, presented and discussed their recommendations from the break-out sessions. The highlights from the discussion follow below.*

No. 1 LEAD AGENCY MODEL and No. 2 CAPACITY BUILDING (merged)

1. The African Road Safety Action Plan, endorsed by the Ministers of Transport, commits all countries to establish lead agencies. AU should now request countries to follow up and – if possible - find a way to give the lead agencies the powers they need. This could for instance be done by creating an inter-ministerial road safety committee headed by the head of state.
2. Each country may have to look for their own patron or champion for road safety since the head of state may not be likely to take this position. Secondly, the organization or unit who carry out the daily work need to be fully enabled and get the resources it takes to change the road safety agency effectively in the country.
3. ***There was general agreement that other key road safety agencies need to be answerable to the lead agency to create real progress.*** This is rarely the case today. It was considered one of the answers to the questions SSATP rose previously the same day: “If we are not progressing as we should, then *what do we need to do differently?*”
4. Where lead agencies for some reason cannot be attached directly under the head of state, the Ghanaian model with an inter-ministerial commission might be a good second best option, although progress might be slower due to at times cumbersome interaction processes with other agencies.
5. To make the Ghanaian lead agency model work better, then Ghanaian NRSC got the President to sign the National Road Safety Strategy, subsequently the heads of the key-agencies to sign their respective action plans with specific outputs, and invited the press to act as ‘watchdogs’.
6. Road safety does not figure in most countries policies. A charter should be prepared to ensure that all countries address the issue appropriately in their policies.
7. Dedicated funding is crucial and the Road Funds presently seems to be one of the best options for sustainable national funding, apart from various contributions from treasury and the insurance industry. The Road Funds are already in place and with an implicit obligation to fund safer roads. Alternative mechanisms – for instance the creation of a dedicated Road Safety Fund – will for most countries not be feasible, not least considering the time horizon for Decade of Action.
8. It was recommended ***that SSATP should facilitate the establishment of road safety lead agencies where they do not exist and support the creation of regional forums.***



### No. 3 REGIONAL GROUPING(S) FOR LEAD AGENCIES

9. Once again it was reiterated that **SSATP should take the initiative to create regional groupings**. A first step could be action through the Permanent Secretaries, which are now representing the countries in SSATP. The countries have already agreed to create lead agencies. This now needs to be fulfilled and the agencies need to be sufficiently enabled. SSATP can support this and facilitate communication between countries.
10. SSATP appreciated the suggestion but also stipulated the need for a prime mover in each of the regional groupings, like Nigeria in WARSO.
11. In any case, a budget is needed to run the regional processes and gatherings. WARSO also informed that the process is not straight forward and that it will take time. The initiative went in WARSO's case through ECOWAS, which was highly receptive, but even then there are many challenges and practicalities to overcome.

### No. 4 HIGH IMPACT INTERVENTIONS

12. AU highlighted pilot projects and action plans in cross-border corridors as a way to spark regional cooperation on specific issues and showcase initiatives for decision-makers. This could be around selected issues like enforcement or pedestrian safety, but not necessarily all aspects of road safety standards.
13. While safer planning and road infrastructure is a must, but takes time, attention need to be given to some of the most effective ways to change road user behaviour. These include first of all enforcement interventions. All countries were therefore called to 'get their feet on the ground' and focus on reliable, effective police enforcement of the most important factors for road accidents: Speeding, drink-drive, seat belts, and helmets. Ways to address fatigue among exhausted commercial drivers was also mentioned, although this is first of all an issue that needs to be handled by the transport providers.
14. It was suggested – as a potential agreement between countries – to request all public vehicles and buses to install speed governors.
15. As a suggestion to SSATP's request for new ways of doing things, which can make a difference, it was noted that effective interventions do not need to be controversial. **The measures to reduce the road accident problem are already developed, described and documented - but they need to be rolled out effectively in Sub-Saharan Africa**. Effective enforcement combined with information to the road users can be rolled out relatively quickly if the required political support is present. It was also noted in the same round

that stand-alone information campaigns and education are *not* effective high-impact interventions.

16. Finally, SSATP called for suggestions for 'how SSATP can assist' and got the following specific suggestions:
- SSATP can support the establishment of lead agencies
  - SSATP can assist road safety policy formulation in the countries
  - SSATP can facilitate the creation of regional groupings
  - SSATP can facilitate capacity building.

This implies that SSATP will be able to convene lead agencies at regular occasions like the present – at the latest next year at the same time.

It was also recommended that SSATP increases its visibility, indicating its abilities to assist with the above.

Countries like Tanzania, Lesotho and Senegal among others called for SSATP to provide immediate assistance for lead agencies, policy development and capacity building.

Furthermore, there was a request to provide strategic direction for the process. Road safety is an extremely complex area and countries may need assistance to make clear priorities. Countries establishing lead agencies should not need to start from scratch but learn from more advanced countries. SSATP can play a role here.

SSATP can attract countries to follow the endorsed African Road Safety Action Plan and Decade of Action.

Some countries have applied for assistance from e.g. GRSF but have not received any response so far. SSATP can assist through its connections to GRSF.

Also, SSATP should continue to identify and inform about good practices.

It was suggested that SSATP convey overview over the region in terms of how far each country are in the process of adopting the African Action Plan and good practices and principles.

SSATP thanked for the contributions and agreed to identify strategic topics based on the above suggestions. It was also noted that SSATP might soon be ATP since the Program is about to include all African countries, with the opportunities this will bring for cooperation and transfer of good practices.

## **Session 7: Combined Outputs (November 21, 8:30-12:30 pm)**

*This session was held jointly with the Data Management Workshop*

### **Key strategic messages on data management**

Mrs. Kidist Kebede Bartolomeos presented the findings from the Data Management Workshop with the following keywords and comments:

- Need for situational Assessment
- Data integration/functional linkages
- Data harmonization
- Guidance on use of Information technology to enhance RS data systems
- Capacity development
- Create a platform for regional data sharing

The countries represented at the workshop are at very different levels with respect to accident reporting and data management. Data sources are similar but format and procedures differ.

There is a need for further situational assessments to bring a better overview, including countries which were not represented. It needs to be decided e.g. what types of accidents should be reported, as all accident 's cannot and never will be reported.

There are a few agreed points where harmonization realistically can be carried out between countries. There is unanimous agreement that linkages should be created between police and health authorities within countries to throw light on underreporting by the police.

The 30-day rule was agreed as a common principle for definition of a road fatality, i.e. a death within 30 days of admission to hospital is counted as a road fatality.

Intermediate performance indicators need to be defined and followed for e.g. speeding, drink-drive, and seatbelts.

Each country identified 1-3 things to act on.

It was also suggested that all member countries should commit to provide performance indicator data for the evaluation of the African Road Safety Action Plan for 2015.

### **Key strategic messages on ‘Steps to the Five Pillars’**

Mr. Justin Runji from SSATP presented the findings from the Steps to the Five Pillars workshop with the following keywords and comments, organized under the four questions formulated for the break-out sessions on Day 2, and suggestions for SSATP’s role as a fifth element:

#### **No. 1 LEAD AGENCY MODEL**

*Issue:* A Lead agency that reports to one sector ministry have limited powers, weak coordination, and incomplete mandates.

*Recommendation:* Lead agencies to report to the highest political office in the country. AU to assist in creating awareness and follow-up with member countries.

*Noted:* A lead agency that manages a multi-sector memorandum is considered good practice (example: Ghanaian model).

#### **No. 2 CAPACITY BUILDING**

*Issue:* The capacity of lead agencies is significantly affected by lack of resources.

*Recommendation:* Lead Agencies to combine political clout (above) and their mandate to ensure the establishment of self-standing funding for Road Safety.

*Noted:* A good practice is to involve a national high profile person e.g. as patron (Nigerian example: Wole Soyinka).

#### **No. 3 REGIONAL GROUPING(S) FOR LEAD AGENCIES**

*Issue:* Except in West Africa, lead agencies operate in professional isolation and lack the benefits associated with regional affiliation of practitioners

*Recommendation:* There is a need to create regional associations of lead agencies with close links to existing REC structures.

*Noted:* The process of establishing WARSO and its structure and operation is considered good practice.

#### **No. 4 HIGH IMPACT INTERVENTIONS**

*Issue:* “Business as usual” approach by Lead Agencies will delay and/or stall the realization of the goal to stabilize and then reduce road crashes.

*Recommendation:* Lead agencies to identify and implement a set of achievable high impact interventions that suit their circumstances.

*Noted:* Speed reduction through speed governors and ICT; pedestrian friendly cities and safe road corridors are good practices (ref. Ghana, Nigeria, and City of Windhoek).

## **SSATP's ROLE**

*Issue:* Support is required to facilitate road safety policy matters and capacity building at regional and country levels.

*Recommendation:* SSATP to support and facilitate the attainment of the UN Decade of Action for road safety and the implementation of the Africa Plan of Action.

*Noted:* SSATP's mandate is confined to Policy and Capacity Building.

The following areas were considered for the countries in general:

### *Policy matters*

- More involvement at AUC, ECA, RECs and countries in identification of policy gaps and priorities and to provide strategic guidance
- Review the implementation of declarations of Ministers of Transport on road safety and make recommendations
- Assist in the creation of lead agencies where they do not exist
- Review African countries' ratification of international road safety conventions (as indicated in the Moscow declaration)

### *Capacity building*

- More collaboration with regional transport sector associations (e.g ASANRA and ARMFA)
- Strengthen policy enforcement
- Strengthen road safety audit
- Strengthen awareness and sensitization
- Facilitate creation of RS regional organizations
- Facilitate sharing of information and good practice
- Formulate road safety lead agency operational guidelines

The following areas were considered specifically for SSATP's role:

### *Suggestions for SSATP's role*

- Review/suggest funding mechanisms
- Strengthen knowledge sharing in the region

- Facilitate creation of partnerships
- Commitment to Action Plan is confirmed by declarations: Proceed to implementation
- Promote enforcement of existing laws in corridor projects
- Facilitate road safety in development partner funded projects
- Assist lead agencies to be overall responsible for data coordination across all sectors
- Create a facility to provide direct capacity building to lead agencies
- Help continental institutions work together
- SSATP to assist countries requiring assistance to setting up lead agencies
- SSATP to assist countries with weak lead agencies
- SSATP to consult existing REC's on the establishment of regional road safety groups

It was also suggested by SSATP that country lead agencies should identify high-impact interventions before next workshop in 2013.

### **Next steps on 'Steps to the Five Pillars'**

*A final discussion took place after the break to give all participants a chance to suggest next steps.*

9. It was suggested that AUC involvement should be increased, that AUC should own the process ahead and move the agenda forwards.
10. SSATP agreed to contact the Regional Economic Communities and discuss first steps for the establishment of regional road safety groupings.
11. UNECA remembered the audience that the African Road Safety Policy Framework and its embedded Action Plan includes all the references needed to act on the issues identified.
12. On December 10, 2012, a meeting will be held at UNECA in Addis Ababa to chart the modalities for implementation. This may potentially result in a charter and suggestion for a monitoring framework.
13. Several countries expressed a need for assistance. SSATP called for countries with World Bank funded projects to secure money for the needed assistance from World Bank loans through their respective ministries. Road Funds are also an option and both sources have an obligation to finance road safety. Apart from these, the Ministries of Finance should be engaged, and the lead agencies were recommended to start discussion, with reference to the African Action Plan. There should - if possible - be at least 50% contribution from national sources to any road safety project.
14. It was suggested to appoint the Permanent Secretaries as the focal point for road safety in SSATP member countries while these are now representing the country in SSATP.

15. SSATP suggested that all participating lead agencies before next year's convention identify and prioritize the most feasible high-impact interventions in the country.
16. WHO stipulated that ownership is essential. Road safety needs to be seen as part of the countries' development agenda, not as a separate project. High-level officials seems no to understand their responsibility and we need to make the aware of it. Data may be needed to confront politicians. Communicable diseases has been high on everyone's agenda for decades but the agenda now needs to be changed to road accidents – which is a non-communicable disease with completely different properties.

### **Closure**

Marie Therese Guiebo from UNECA gave the closing remarks and thanked everyone for their participation and contributions, also thanking the people on the ground who worked hard to make the workshops successful.

### **Workshop Evaluation**

The participants were given an evaluation form at the last day of the workshop. The total amount of respondents ranged between 22 and 25 for each section. A summary of the results can be found in Annex 3 and the original evaluation form with results is attached in Annex 4.

### **Annexes**

1. Program
2. List of participants
3. Summary of conference evaluation by participants
4. Evaluation Form with results